# Illicit Discharge Detection and Elimination (IDDE) 101:

## **Program Development**

U.S. EPA Stormwater Program's Webcast Series
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### **Presentation Overview**

- IDDE Manual Overview
- Terminology Review
- Phase I Survey Findings
- Implications for Phase II Communities
- Essential Components of a Local IDDE Program
- IDDE Case Study City of Charlotte, NC

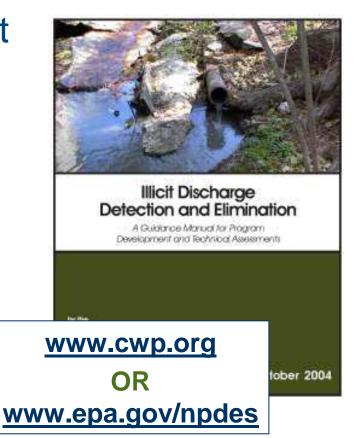
## **Poll Question**

### Who is participating today?

- Phase II municipality
- Phase I municipality
- State government
- Federal government
- Consultant
- Academic
- Other

## **IDDE Guidance Manual**

- Joint EPA-funded project between CWP and University of Alabama
- 8 Program Elements
- Desktop Methods
- Field and Lab Protocols
- Model Ordinance
- Technical Appendices



## **Poll Question**

Are you familiar with the Illicit Discharge Detection and Elimination Manual?

- Yes, I have a copy and I've read it cover to cover
- Yes, I have a copy but I have not read it
- I've heard of it, but I do not have a copy
- I've never heard of it

## What is an Illicit Discharge?

 A discharge to an MS4 that is not composed entirely of storm water except permitted discharges and fire fighting related discharges

40 CFR 122.26(b)(2)

- Unique frequency, composition & mode of entry
- Interaction of the sewage disposal system & the storm drain system
- Produced from "generating sites"



## What is a Storm Sewer?

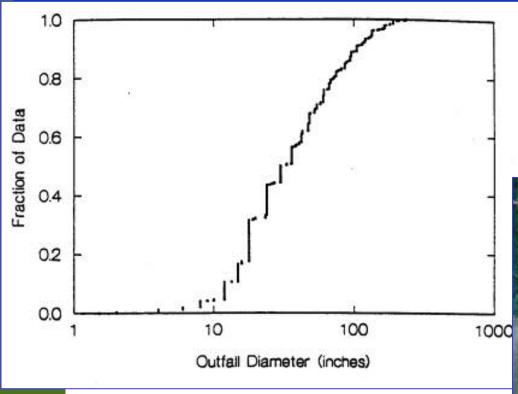


A municipal separate storm sewer system (MS4) is...

A conveyance or system of conveyances owned by a state, city, town, or other public entity that discharges to waters of the U.S. and is:

designed or used for collecting or conveying stormwater not a combined sewer not part of a Publicly Owned Treatment Works (POTW)

# EPA Recommends That You Inventory ALL Outfalls



6" Drain in Lewisburg, Tennessee

Small outfalls (<36") represent 50% of outfalls in Birmingham, AL



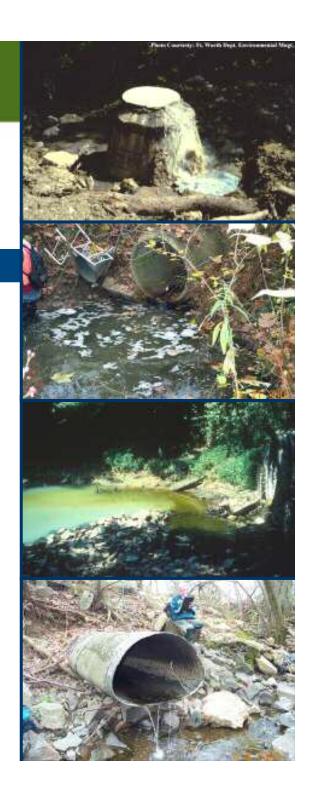
## **Discharge Frequency**

- Continuous discharges
  - Occur most or all of the time
- Intermittent discharges
  - Occur over a shorter period of time (e.g., a few hours per day or a few days per year)
- Transitory discharges
  - Occur rarely, usually in response to a singular event such as an industrial spill, ruptured tank, sewer break, transport accident or illegal dumping episode

## Discharge Flow Types

- Sewage & septage flows
- Washwater flows
- Liquid wastes
- Tap water \*
- Landscape irrigation flows \*
- Groundwater & spring water flows \*

\* Not typically considered illicit



## **Mode of Entry**

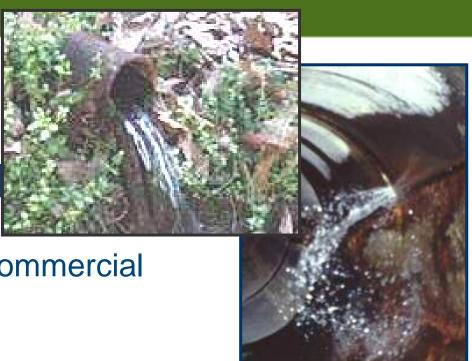
### Direct entry

- Sewage, industrial, commercial cross-connection
- Straight pipe



- Groundwater seepage
- Spills
- Dumping
- Outdoor washing activities
- "Nuisance" or non-target water





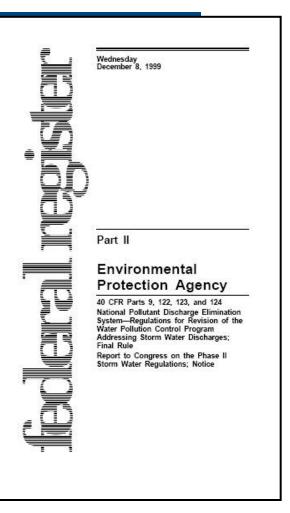
# Land Use & Potential Generating Sites

- Residential
- Commercial
- Industrial
- Institutional
- Municipal



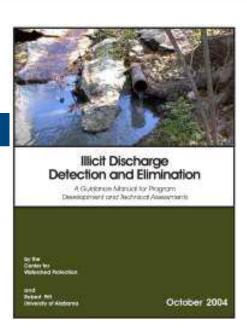
# Phase II Program Requirements (Source: 64 FR 68722 – December 8, 1999)

- Storm sewer system map
- Regulatory mechanism (e.g. ordinance) to prevent illicit discharges
- Plan to detect & address non-storm water discharges
- Education
- Measurable goals



# Design of Phase I Program Survey

- Community Characterization
- System Characterization
- IDDE Program Characterization & Cost
- Legal Authority
- System Mapping
- Methods to Identify & Confirm Inappropriate Discharges
- Inappropriate Discharge Corrections Program
- Education, Outreach, & Pollution Prevention Programs



## **Jurisdiction Characterization**

	Median	Minimum	Maximum
Population Density (people/mi <sup>2</sup> )	2,641	175	15,000
Service Area (mi²)	70	2	498
Total Length of Storm Drainage Network (mi)	582	81	3,500
# of Major Outfalls	250	6	7,165
Outfall / Mile of Drainage Network	0.33	0.01	3.1

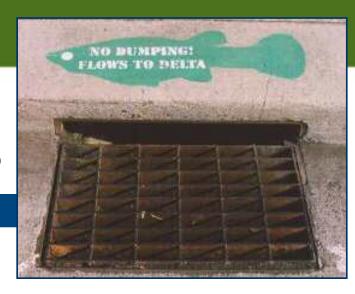
### The Value of Field Staff

- Typically, 67% of program staff time is dedicated to field work
- Experienced field staff are a valuable asset
- Lack of staff expertise & experience is a top problem in identifying inappropriate discharges

Dedicated staff time ranged from 0.08 - 10 person-yrs, with a median of 1.5 person-yrs



# Common Legal Authority Approaches



- Stormwater Ordinance
  - addresses inappropriate discharges to the storm sewer system or receiving waters
- Plumbing Code
  - addresses illegal connections to the storm sewer system
- Health Code
  - regulates the discharge of harmful substances to the storm sewer system or receiving waters

# **Common IDDE Program Mapping Elements**

- Storm sewers (96%)
- Waters of the US receiving discharges from outfalls (83%)
- Outfalls (79%)
- Open channels (71%)
- Land use (67%)
- Sanitary sewers (63%)
- Industrial discharge permit holders (33%)

- Building connections to storm sewers (25%)
- Connections to adjacent systems (25%)
- Building connections to sanitary sewers (21%)
- Watershed, outfall drainage area boundaries (13%)
- Hotspot areas (13%)

## **Investigative Methods**

- Most of the jurisdictions use several different methods
- Initial outfall screening successful at identifying chronic problems
- For sporadic discharges, jurisdictions are relying heavily on hotlines and cross-training of staff
- Special studies, in-stream monitoring and targeted problem area screening supplement efforts

## **Outfall Monitoring**

- Most IDDE programs conduct major outfall monitoring on a "regular basis":
  - Screen each major outfall at least once over the NPDES Phase I permit cycle (5 years)
  - Screen each major outfall at least once a year
  - Screen major outfalls in the MS4 on a staggered schedule, based on contributing land use & history of chronic problems

# Most Common Approach to Outfall Screening

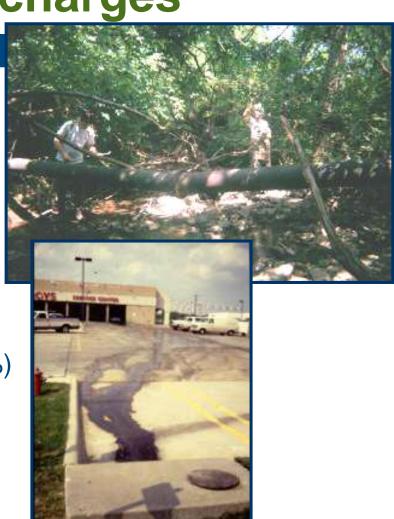
- Visual inspection of the outfall
- Qualitative assessment of any flow present, including examination of water color, odor, turbidity, floatables, & sedimentation
- Follow-up grab sample for quantitative analysis, either using more sophisticated field equipment or a laboratory





**Sources of Illicit Discharges** 

- Illegal dumping practices (95%)
- Broken sanitary sewer line (81%)
- Cross-connections (71%)
- Connection of floor drains to storm sewer (62%)
- Sanitary sewer overflows (52%)
- Inflow / infiltration (48%)
- Straight pipe sewer discharge (38%)
- Failing septic systems (33%)
- Improper RV waste disposal (33%)
- Pump station failure (14%)



# Problems in Finding Illicit Discharges

#### Source Related

- Periodic nature
- Illegal dumping / one-time dischargers
- Illegal connections
- I/I from sanitary sewers
- After-hours discharges

#### **Program Related**

- Map accuracy
- Timeliness of complaint
- Insufficient staff
- Lack of expertise
- Slow laboratory analysis
- Unreliable equipment
- Unreliable indicators

#### Infrastructure Related

- Access (building, stream, outfall, traffic)
- Complexity, size of storm drain network
- Tides and groundwater
- Blended flow types
- Multiple sources w/in system



## **IDDE Education Target Audiences**

- Resident Education (100%)
  - Storm drain stenciling, outfall signage, hotline promotion
- Schoolchildren
  - School presentations
- Commercial (95%) / Industrial (79%)
  - Targeted at "hotspot" activity
- Public Employees (63%)
  - Field crew & inspector crosstraining



Source: NVRC (Four Mile Run)

## **Primary Conclusions**

- Experienced field staff is a valuable asset.
- Budgets drive methods used to identify potential inappropriate discharges.
- Effective and comprehensive legal authority is critical.
- A good program starts with good mapping.
- Much of the field equipment is commonly available in various municipal departments.

### What this means for Phase II

- Staffing and training
- Ordinance language
- Mapping of storm sewers, open drainage channels, waters of the US, outfalls, and land use
- Outfall screening
- Cross-training and communication
- Accurate, cost effective, and safe methodologies
- Hotlines and other education/outreach efforts

# Questions?

## **Poll Question**

How many people are participating in the webcast today at your location?

- Just me
- 2 to 5
- 6 to 10
- More than 10

**Authority** 

Desktop Assessment Goals & Strategies

Search for Discharges

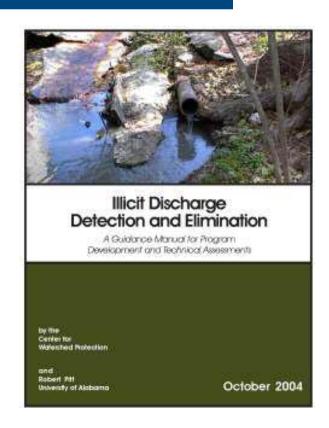
Isolate & Fix Discharges

Prevent Discharges

Evaluate Program

# IDDE Guidance Manual 8 Program Components

- Audit Existing Resources & Programs
- Establish Responsibility & Authority
- 3. Complete Desktop Assessment of Illicit Discharge Potential
- 4. Develop Program Goals & Strategies
- 5. Search for Illicit Discharge Problems in the Field
- 6. Isolate & Fix Individual Discharges
- 7. Prevent Illicit Discharges
- 8. Evaluate the Program



Audit

Authority

Desktop
Assessment

Strategies

Search for Isolate & Fix
Discharges

Discharges

Discharges

Discharges

Discharges

# Audit Existing Resources & Programs

#### Purpose:

- Determine the most capable local agency to run program
- Identify available staffing, resources and gaps
- Understand local resources, expertise that can be applied

#### **Desired Outcome:**

 Initial five year IDDE program development plan over the current permit cycle

### **Audit Elements**

- Infrastructure profile
- Legal authority
- Available mapping
- Field staff
- Access to lab services

- Education & outreach resources
- Discharge removal capability
- Program budget & financing

Potential Infrastructure Profile Questions:

How many miles of streams and storm drains exist in the MS4? What is the area served by storm drains, sewers, and septics? What is the general age and condition of the infrastructure?

## **Establish Responsibility & Authority**

### Purpose:

- Establish authority to regulate, respond to & enforce discharges
- Prohibit inappropriate connections
- Develop reporting & tracking system

#### **Desired Outcome:**

- Local ordinance
- Internal & external reporting & tracking system

## **Illicit Discharge Ordinances**

- Prohibit illicit discharges & illegal connections
- Provide for access & inspection
- Require & enforce elimination
- Address unique conditions or requirements

### **Poll Question**

Does your community have an ordinance or other mechanism in place prohibiting illicit discharges?

- Yes
- Not yet, but we're working on it
- No

# Complete Desktop Assessment of Illicit Discharge Potential

#### Purpose:

- Determine the potential severity for illicit discharges
- Identify which subwatersheds or generating land uses merit priority investigation

#### **Desired Outcome:**

- Screening of problem subwatersheds
- Outfall tracking system
- Assessment of severity of illicit discharge problems
- Basic mapping

## **Screening Factors**

- Past Discharge Complaints
- Poor Dry Weather Water Quality
- Density of Generating Sites
- Density of Industrial NPDES Permits
- Stormwater Outfall Density

- Age of Subwatershed Development
- Former Combined Sewers
- Older Industrial Operations
- Aging or Failing Sewers
- Density of Older Septic Systems
- Past Sewer Conversions

Select the factors that apply most to your community

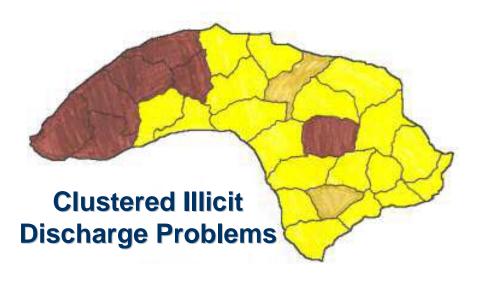
# Prioritizing Subwatersheds Using IDP Screening Factors

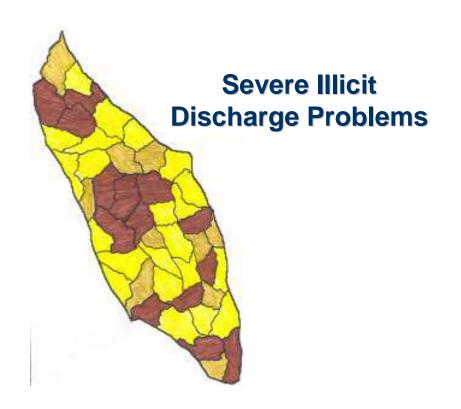
Subwatershed	Past discharge complaints	Poor dry weather WQ	Density of SW outfalls	Average age of dev.	Raw IDP score	Normalized IDP score
Subwatershed A	8 <b>(2)</b>	30% <b>(2)</b>	14 <b>(2)</b>	40 <b>(2)</b>	8	2
Subwatershed B	3 (1)	15% <b>(1)</b>	10 <b>(2)</b>	10 <b>(1)</b>	5	1.25
Subwatershed C	13 <b>(3)</b>	60% <b>(3)</b>	16 <b>(2)</b>	75 <b>(3)</b>	11	2.75
Subwatershed D	1 (1)	25% (1)	9 (1)	15 <b>(2)</b>	5	1.25
Subwatershed E	5 (1)	15% <b>(1)</b>	21 <b>(3)</b>	20 (1)	6	1.5

Basis for Assigning Scores		2	3
Past discharge complaints/reports (total # logged)	< 5	5 - 10	> 10
Dry weather water quality (# times bacteria stds exceeded)		25 - 50%	> 50%
Storm water outfall density (# outfalls / stream mile)		10 - 20	20
Average age of development (years)		25 - 50	> 50

#### Communities with....









#### **Poll Question**

#### Would you say that your community has:

- No illicit discharge problems
- Minimal illicit discharge problems
- Clustered illicit discharge problems
- Severe illicit discharge problems
- Illicit discharge problems, but we have no idea how widespread or severe they are

# Develop Program Goals & Strategies

#### Purpose:

- Define milestones to measure progress during 1st permit cycle
- Ensure resources allocated to address real problems
- Choose most appropriate & cost-effective methods to find discharges

#### **Desired Outcome:**

- Program goals, measurable indicators & implementation strategies for:
  - Overall program administration
  - Outfall assessment
  - Finding and fixing illicit discharges
  - Prevention of illicit discharges

## **Conditions Driving Program Setup**

- No Suspected Discharges
  - broader stream assessment program
- Isolated or Clustered Problems
  - confined subwatersheds, reaches, or specific industries where history of suspect discharges exist
- Severe Problems
  - recognize that IDDE program will need significant commitment (staff, equipment, budget) for improvements to be realized

**Authority** 

Desktop Assessment Goals & Strategies

Search for Discharges

Isolate & Fix Discharges

Prevent Discharges

**Evaluate Program** 

## Refining Strategies to Address Unique Conditions... Aging Septic Infrastructure

- Develop targeted education program for septic system maintenance
- Institute a point of sale inspection and verification process
- Develop cost share capabilities to assist property owners with upgrade of system



#### For more information:

Decentralized Wastewater Treatment Systems: A Program Strategy www.epa.gov/owm/septic/pubs/septic\_program\_strategy.pdf

## Questions?

## Search for Illicit Discharge Problems in the Field

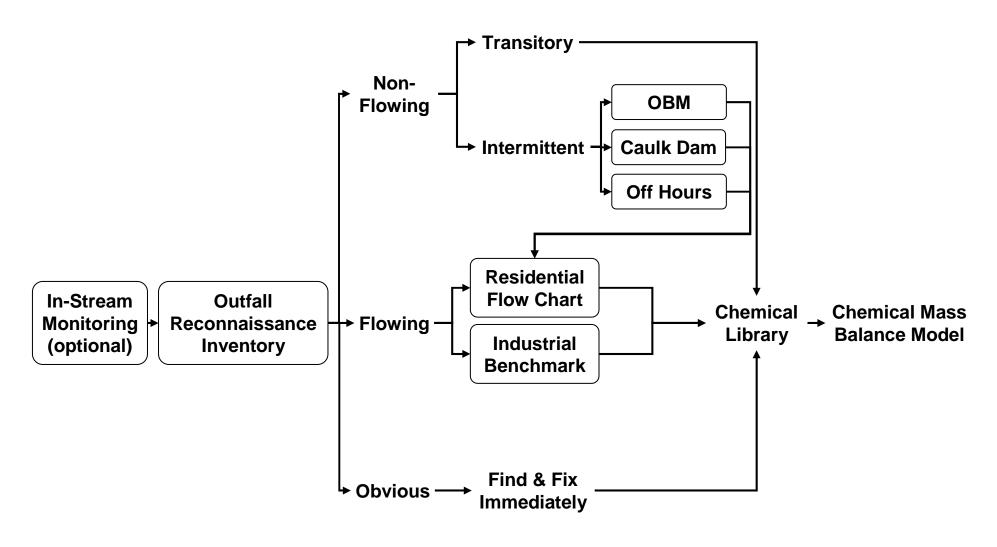
#### Purpose:

- Conduct rapid field screening of all outfalls in priority subwatersheds
- Conduct indicator monitoring at suspect outfalls to characterize flow types & trace sources

#### **Desired Outcome:**

- Locations & characterizations of all outfalls
- Design & implementation of indicator monitoring strategy
- Local "fingerprint" library

## **IDDE Monitoring Framework**



Denotes a monitoring methods

Audit Authority Desktop Goals & Search for Discharges D

Outfall Reconnaissance Inventory (ORI)

- Map, mark & photograph outfalls
- Record basic characteristics
- Look for physical indicators

 Conduct simple monitoring at flowing outfalls

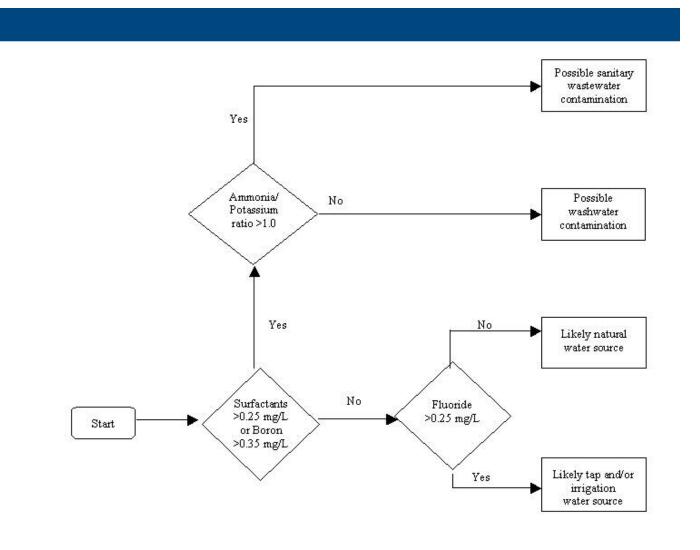


#### OUTFALL RECONNAISSANCE INVESTIGATION FIELD SHEET

SECTION 4. PHYSICAL INDICATORS FOR FLOWING OUTFALLS ONLY ARE ANY PHYSICAL INDICATORS PRESENT IN THE FLOW? YES NO (IF No. Skip to Section 5) CHECKIF INDICATOR DESCRIPTION RELATIVE SEVERITY INDEX (1-3) PRESENT ☐ SEWAGE ☐ RANCID/SOUR ☐ PETROLEUM/GAS ☐ 3 - Noticeable from a ☐ 1 - Faint ODOR ☐ 2 - Easily detected distance ☐ SULFIDE ☐ OTHER: ☐ CLEAR ☐ BROWN ☐ GREY ☐ YELLOW ☐ 1 - Faint colors in □ 2 – Clearly visible in ☐ 3 - Clearly visible in COLOR sample bottle sample bottle outfall flow ☐ GREEN ☐ ORANGE ☐ RED ☐ OTHER: SEE SEVERITY ☐ 1 - Slight cloudiness ☐ 2 - Cloudy ☐ 3 - Opaque TURBIDITY ☐ 3 - Some; origin clear FLOATABLES ☐ SEWAGE (TOILET PAPER, ETC.) ☐ 2 - Same; indications ☐ 1 - Few/slight; origin. (e.g., obvious oil sheen, of origin (e.g., possible -DOES NOT not obvious suds, or floating sanitary INCLUDE TRASH! ☐ PETROLEUM(OIL SHEEN) ☐ OTHER: suds or oil sheen) materials) SECTION 5. PHYSICAL INDICATORS FOR BOTH FLOWING AND NON-FLOWING OUTFALLS ARE PHYSICAL INDICATORS NOT RELATED TO FLOW PRESENT? YES NO (IF No. SKIP TO SECTION 6) INDICATOR CHECK IF PRESENT DESCRIPTION COMMENTS □ SPALLING, CRACKING OR CHIPPING □ PEELING PAINT OUTFALL DAMAGE CORROSION DEPOSITS/S TAINS ☐ OILY ☐ FLOW LINE ☐ PAINT ☐ OTHER: ABNORMAL ☐ EXCESSIVE ☐ INHIBITED VEGETATION POOR POOL □ ODORS ☐ COLORS ☐ FLOATABLES ☐ OIL SHEEN ☐ SUDS ☐ EXCESSIVE ALGAE ☐ OTHER: QUALITY PIPE BENTHIC □ BROWN □ ORANGE □ GREEN □ OTHER: GROWTH Section 6. Overall Outfall Characterization ☐ No indication of illicit discharges □ Some likelihood of illicit discharge (i.e., presence of 2 or more indicators) □ Almost certain a discharge exists (i.e., 1 or more indicator with a severity of 3) SECTION 7. DATA COLLECTION SAMPLE FOR THE LAB? ☐ YES □No POOL If Yes, Collected From: FLOW T YES OBMTRAPSET? ΠNo

SECTION 8. ANY NON-ILLICIT DISCHARGE CONCERNS (E.G., TRASH OR NEEDED INFRASTRUCTURE REPAIRS)?

## Flow Chart to Identify Illicit Discharges in Residential Drainage Areas



#### **Benchmark Concentrations to Identify Industrial Discharges**

Benchmark	Concentration	Notes
Ammonia (mg/L)	<u>≥</u> 50	<ul> <li>Existing "Flow Chart" Parameter</li> <li>Concentrations higher than the benchmark can identify a few industrial discharges</li> </ul>
Potassium (mg/L)	≥ <b>20</b>	<ul> <li>Existing "Flow Chart" Parameter</li> <li>Excellent indicator of a broad range of industrial discharges</li> </ul>
Color (Units)	≥ <b>500</b>	Supplemental parameter that identifies a few specific industrial discharges
Conductivity (µS/cm)	≥ 2,000	<ul> <li>Identifies a few industrial discharges</li> <li>May be useful to distinguish between industrial sources</li> </ul>
Hardness (mg/L as CaCO <sub>3</sub> )	≤ 10 ≥ 2,000	<ul> <li>Identifies a few industrial discharges</li> <li>May be useful to distinguish between industrial sources</li> </ul>
pH (Units)	≤ 5	<ul> <li>Only captures a few industrial discharges</li> <li>High pH values may also indicate an industrial discharge but residential wash waters can have a high pH as well</li> </ul>
Turbidity (NTU)	≥ 1,000	Supplemental parameter that identifies a few specific industrial discharges

AuditAuthorityDesktop<br/>AssessmentGoals &<br/>StrategiesSearch for<br/>DischargesIsolate & Fix<br/>DischargesPrevent<br/>DischargesEvaluate<br/>Program

# Special Indicators for Intermittent Discharges

- Optical brightener monitoring
- Toxicity testing
- Outfall damming
- Take a sample from the pool



### **Isolate & Fix Illicit Discharges**

#### Purpose

- Use a variety of tools & techniques to narrow down the source of illicit discharges & correct the problem
- Establish an appropriate & effective enforcement program to ensure repair

#### **Desired Outcome:**

- Finding & fixing illicit discharges is the core goal
- Ancillary outcomes:
  - Reduced incidences of illicit discharges = improved water quality
  - Increased homeowner & business awareness
  - Tracking system to document problems & repairs & identify repeat offenders

## **Discharge Complaint Hotline**

- Leads to early detection& correction
- Encourages active public stewardship
- Can "piggyback" on other call response needs
- Identifies suspected facilities for further investigation & education
- Increases municipal accountability

- Good tool to pick up intermittent and transitory discharges
- Time & money to provide 24/7 service
- Marketing the hotline number
- Establishing inter- & intra-departmental response process

Desktop Assessment Goals & Strategies

Search for Discharges

Isolate & Fix Discharges

Prevent Discharges

Evaluate Program

## Rapid Drainage Area Investigation





Source: R. Frymire

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## **Finding and Fixing**

- Move up the pipe
- Use smoke or dye testing once narrowed
- Use enforcement or repair



## **Techniques to Locate the Discharge**



## **Fixing Illicit Discharges**

- Who is responsible?
- What methods will be used to repair?
- How long will the repair take?
- How will removal be confirmed?

### **Prevent Illicit Discharges**

#### Purpose:

- Identify location & regulatory status of generating sites
- Screen for bad actors
- Target appropriate education & enforcement efforts

#### **Desired Outcome:**

- Local prevention programs targeting common intermittent and transitory discharges
- Target: neighborhoods, generating sites, and municipal housekeeping

**Authority** 

Desktop Assessment Goals & Strategies

Search for Discharges

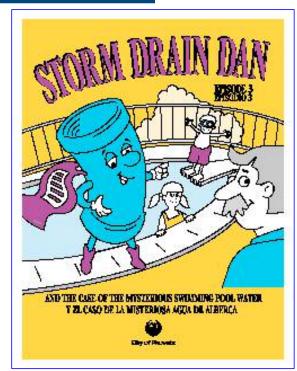
Isolate & Fix Discharges

Prevent Discharges

Evaluate Program

## **IDDE Education Target Audiences**

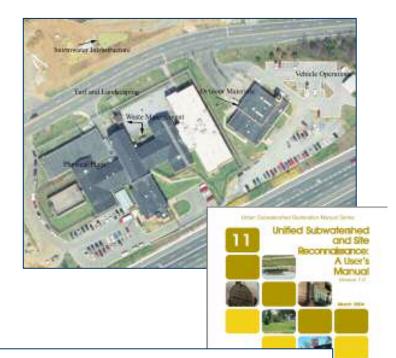
- Resident Education
  - Storm drain stenciling, outfall signage, hotline promotion, school presentations
- Commercial and Industrial Hotspots
- Public Employees
  - Field crew & inspector crosstraining



Source: City of Phoenix, AZ

## **Hotspot Site Investigation**

- Vehicle Operations
- Outdoor Material
- Waste Management
- Physical Plant
- Turf / Landscaping Areas
- Unique Operations



#### For more information:

Unified Subwatershed and Site Reconnaissance: A User's Manual <a href="https://www.cwp.org">www.cwp.org</a>

### **Evaluate the Program**

#### Purpose:

- Review progress made in meeting measurable program goals
- Revise program as necessary to ensure elimination of illicit discharges in most cost-effective way

#### **Desired Outcome:**

- Updated tracking database
- Annual report with summary of progress to date, findings, recommendations for program revisions, & work plan for upcoming year

## Fundamental units to track are individual outfalls...

- Geospatial coordinates
- Subwatershed & watershed address
- Contributing land use
- Diameter & physical characteristics
- Field assessment data
- Digital photos
- Follow-up monitoring at outfall or further up pipe
- Hotline complaints, along with response
- Status & disposition of enforcement actions
- Maintenance & inspection data

## **Program Tracking Systems**

- Updated mapping to reflect locations of illicit discharges and problems
- Water quality results associated with specific outfall and in-stream sampling
- Frequency of hotline use
- Number of "hits" or confirmed illicit discharges
- Program costs by line item
- Number of corrections and associated cost

## **IDDE Program Costs**

IDDE Program Component		Start Up Cost	Annual Cost	
1: Audit	Perform Audit	\$3K - \$9K		
	Initial Program Plan	\$1K - \$3K		
2: Authority	Adopt Ordinance	\$1K - \$17K		
	Tracking System	\$2K - \$15K	\$2K	
3: Desktop Assessment	Desktop Analysis	\$1K - \$4K		
	Field Mapping	\$500 - \$1K		
4: Goals & Strategies	Develop Goals	\$1K - \$3K		
	Field Monitoring Strategy	\$1K - \$3K		
5: Search for Discharges	ORI		\$5.7K - \$12.8K	
	Establish Hotline	\$1.3K - \$7.7K	\$1.5K - \$11.4K	
	Sample Analysis	\$500 - \$15.5K	\$9K - \$21.2K	
	Outfall Map		\$500 - \$1K	
6: Isolate & Fix Discharges	Isolate		\$2K - \$5.2K	
	Fix		\$10K - \$30K	
7: Prevent Discharges	Education	\$1K - \$8.1K	\$1.3K - \$13.9K	
	Enforcement		\$1K - \$14K	
8: Evaluate Program	Program Administration	\$10K - \$15K	\$10K - \$15K	
TOTAL		\$23,300 - \$101,300	\$43,000 - \$126,500	

# Top 15 Tips for Effective IDDE Programs

- 1. Go after continuous sewage discharges first
- 2. Put together an *interdisciplinary and interagency* IDDE development team
- 3. Educate everybody about illicit discharges
- 4. Understand your infrastructure
- 5. Walk *all of your streams* in the first permit cycle

# Top 15 Tips for Effective IDDE Programs

- 6. Use GPS to create your outfall map
- 7. Don't develop a monitoring plan until you understand your discharges
- 8. Utilize a *simple outfall tracking system* to organize your data
- 9. Outsource some functions to *local watershed* groups
- 10. Utilize a *hotline* as an education and detection tool

# Top 15 Tips for Effective IDDE Programs

- 11. Cross-train all local inspectors
- 12. *Target* your precious storm water education dollars
- 13. Stress *public health and safety benefits* of sewage-free streams
- 14. Calibrate your program resources to the magnitude of your problem
- 15. Think of discharge prevention as a *tool of* watershed restoration

## Questions?